

Heritage Impact Assessment

1King Street, 2, 4-8 Fowler Street
South Shields





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This assessment follows Historic England’s Conservation Principles guidance; Historic Environment Good Practice Advice: 2 Managing Significance in Decision-Taking in the Historic Environment; and 3 The Setting of Heritage Assets; and Historic England Advice Note 12: Statements of Heritage Significance.

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1. Introduction

1.1 This Heritage Impact Assessment has been prepared by ELG Heritage to accompany an application for conversion of the upper floors of 1 King Street and 2, 4-8 Fowler Street, South Shields into 18 individual apartments and 3 studio apartments.

1.2 ELG Heritage are commissioned by the applicant, Regal Bifrons Properties Ltd, to advise on the significance of the heritage assets that may be affected by the development and the impact of the proposed works upon their setting. This report does not consider below ground heritage assets / archaeology.

1.3 The objective of this assessment is to demonstrate a thorough understanding of the heritage assets affected and to explain how the works impact upon their significance and setting.

1.4 The aims of this assessment are:

- To identify the assets which could be affected by the proposed development;
- To consider the significance and setting of the identified heritage assets;
- To demonstrate how the proposal has explored ways to maximise enhancement and minimise harm;
- To assess the effects of the proposed development on the significance of the identified heritage assets; and
- To consider the appropriateness and acceptability of the scheme in light of the current legislation and policy relevant for decision making.

1.5 The assessment identifies the heritage assets surrounding the application site, including Listed Buildings, Conservation Areas, non-designated heritage assets, Scheduled Monuments, Registered Parks and Gardens, and special landscape areas. The zone of interest has been established based on information gained during the site visit and professional judgement.

1.6 This assessment has included the following:

- Identification of any designated or non-designated heritage assets potentially affected by future development;
- Research to obtain information from historic maps, documents and secondary sources relating to identified heritage assets;
- Review of the Historic Environment Record (HER) using the Heritage Gateway for designated and non-designated heritage assets;
- Consultation of Historic England's National Heritage List;
- A walk-over survey of the Site and the surrounding area;
- Assessment of the potential impacts, both direct and indirect (due to change within an asset's setting) that development (as known) will have on the significance of the heritage assets;
- Consultation of local and national planning policy and guidance pertaining to heritage.

2. Site and Surroundings

- 2.1 The application site is 1 King Street and the site includes 2 Fowler Street, and 4-8 Fowler Street (upper floors). The building is a former Barclays Bank and a grade II listed building which is now redundant.
- 2.2 Number 1 King Street and 2 Fowler Street make up the listed building with No's 4-8 Fowler Street unlisted, but a non-designated heritage asset identified on the Council's Local List.



Figure 1 Application property viewed from the corner of King Street and Fowler Street.



Figure 2 Site Location Plan showing red line boundary

- 2.3 The building sits in a prominent position at the corner of King Street, which lies to the north, and Fowler Street (east) in the Town Centre of South Shields. At ground floor, the former bank unit turns the corner with a commercial entrance located on the corner via a modern ramped access. A further stepped entrance is available on Fowler Street with three individual commercial units extending south along 4-8 Fowler Street (ground floor not part of the application site). The upper floors of the building extend over these

commercial units. The building has a narrow central courtyard/lightwell which provides natural light into the building to the rear.

- 2.4 Access to the property is via the vacant commercial bank and also the stepped entrance from Fowler Street which provides direct access to the upper floors. The building is largely 3 storeys in height with a partial fourth floor to 8 Fowler Street.
- 2.5 Neighbouring uses are largely commercial in nature with a McDonalds restaurant directly adjoining to the west. South Shields Town centre lies to the north and west and to the south is Keppel Street, beyond which is the Metro Station. To the east is Ocean Road which leads to the seafront.

3. Development Proposals

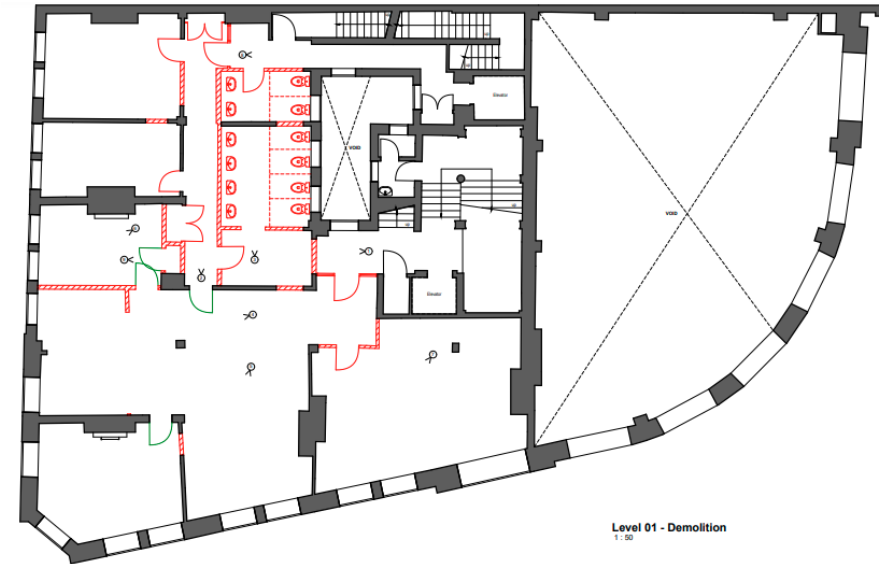
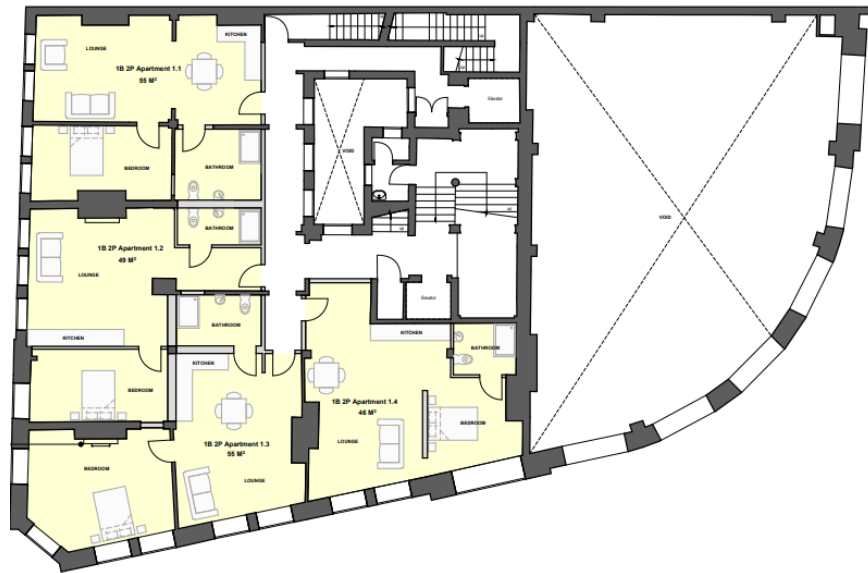
- 3.1 The application seeks planning permission and listed building consent for the conversion of the upper floors of the building to create 21 individual residential units of accommodation (18 1 bed flats and 3 studios). The building is fully vacant and vulnerable to decline as a result of no secured use.
- 3.2 The listed building is linked to its neighbour 4-8 Fowler Street at upper floor level only. The proposed apartments will be accessed via the existing historic entrance from 2 Fowler Street.
- 3.3 At first floor level the existing toilets would be removed and the space reconfigured to create 4 (1 bed) apartments. On the 2nd floor level, 6 (1 bed) apartments will be created with a single studio apartment. On the 3rd floor level, 6 (1 bed) apartments and a further studio will be created. On the 4th floor the existing flat will be reconfigured to form 2 (1 bed) apartments and a single studio. The proposal therefore looks to introduce a mix of residential accommodation within the town centre. The proposed floor plans are set out overlaid.

- 3.4 The building has a large basement area and the commercial ground floor unit (vacant Bank) and basement would be unaffected by the proposed works, which are conversion of the long standing vacant upper floors of the buildings to a use which is compatible with both the plan form and the architectural features of the building.



Figure 3 View of the property 4-8 Fowler Street from corner of Keppel Street and Fowler Street, ground floor commercial units excluded from site boundary.

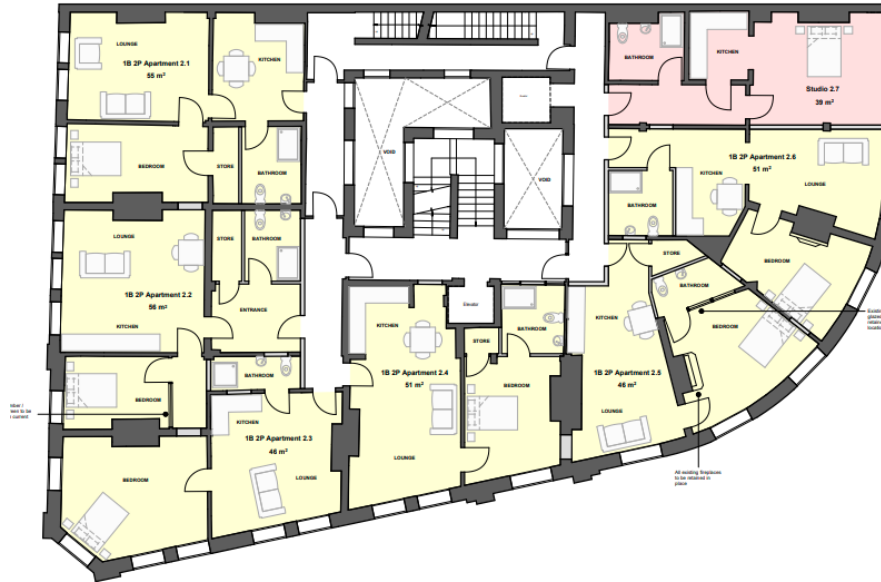
Proposed First Floor Layout



Points to note

- Existing room layouts retained, and plan form reintroduced where possible.
- Later toilet areas removed, some small changes to create usable apartments.
- Existing chimney breast and general room arrangements and architectural features retained.

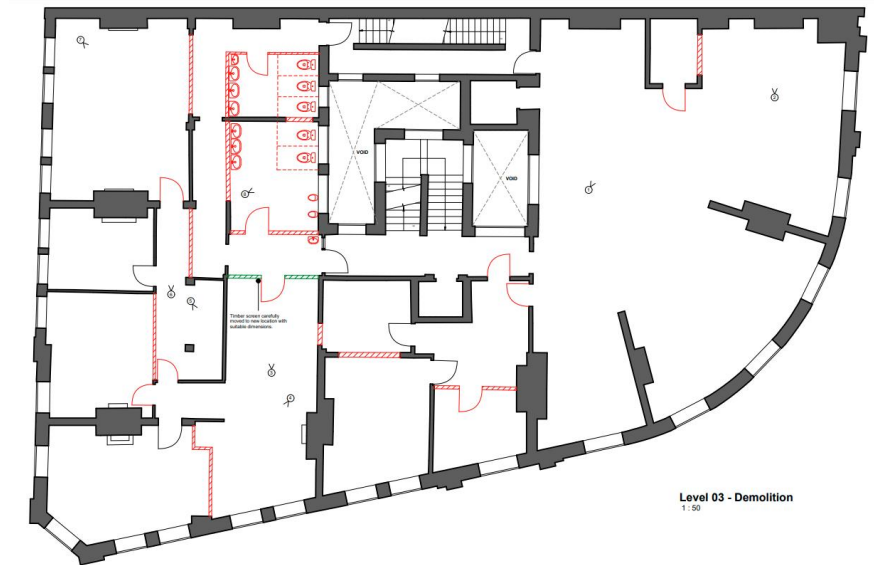
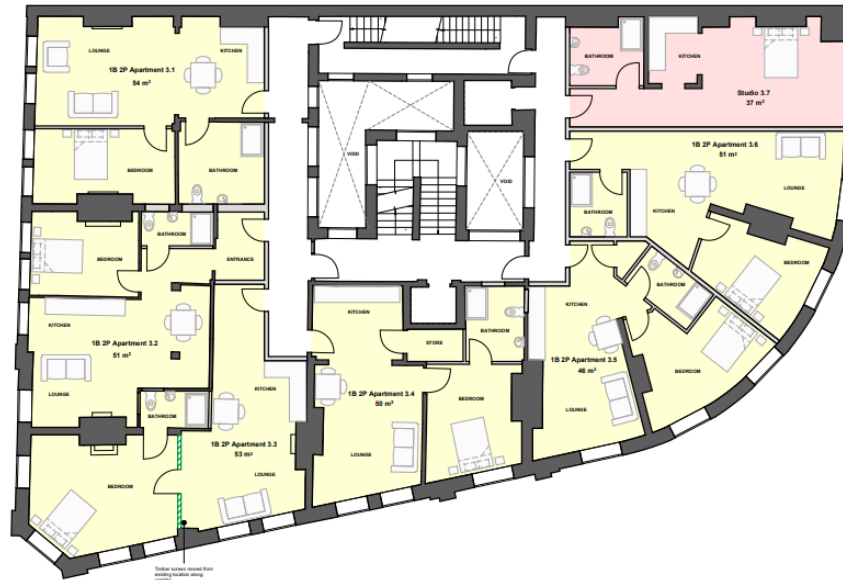
Proposed Second Floor



Points to note

- General overall plan form retained.
- Historic timber and glazed screens retained and incorporated into design.
- All surviving historic architectural features, door architraves etc and doors fixed shut where required.
- Minor changes to plan form in areas of lower significance and removal of later altered fabric.

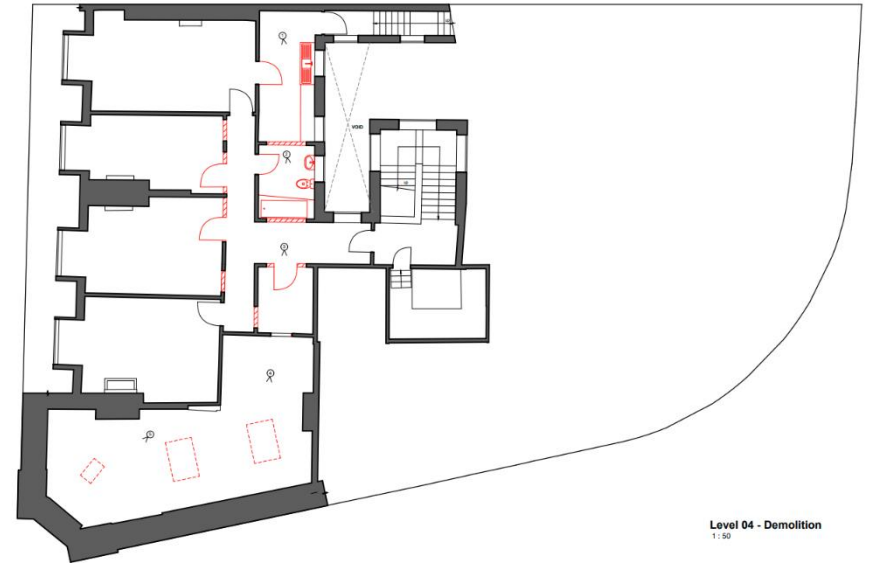
Proposed Third Floor



Points to note

- Minor changes to alter plan form.
- Plan form alterations largely relate to the locally listed element.
- Retention of features.
- Relocation of existing timber and glazed screens.

Proposed Fourth Floor



Level 04 - Demolition
1:50

Points to note

- Changes at this level are to the locally listed heritage asset.
- Existing contained flat at this level, therefore existing use and servicing already established.
- Minor changes to alter plan form.
- Retention of historic feature fireplaces.
- Improvements to existing dilapidated dormers.
- Addition of conservation style rooflights/part conversion of roof.

4. Decision Taking Framework

Planning (Listed Buildings & Conservation Areas) Act 1990

- 4.1 Listed buildings are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990 and are recognised to be of special architectural or historic interest. Under the Act, planning authorities are instructed to have special regard to the desirability of preserving a Listed Building, its setting, or any features of special architectural or historic interest which it possesses.

National Planning Policy Framework (NPPF)

- 4.2 The NPPF requires that *‘in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting’* (Paragraph 207). This Heritage Assessment aims to provide sufficient information for the significance of the heritage

assets in the vicinity of the site and the impact of development to be properly considered.

- 4.3 The NPPF states that *‘when considering impact upon significance, great weight should be given to the asset’s conservation, relative to its significance. This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance’* (Paragraph 212).
- 4.4 Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. *Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use* (Paragraph 215).

Historic England Conservation Principles (2008)

- 4.5 Historic England Conservation Principles (2008) recognises that each generation should shape and sustain the historic environment in ways that allow people to use, enjoy and benefit from it, without compromising the ability of future generations to do the same. To understand the significance of place, Conservation Principles requires an understanding of the archaeological, historical, architectural and aesthetic interests of the heritage assets affected by such a proposal.

Development Plan Policies

- 4.6 The adopted Development Plan for the area is the South Tyneside Local Plan, relevant policies are identified below.

DM6 (Heritage Assets and Archaeology) requires careful consideration to be given to heritage assets, including listed buildings.

Policy EA1 (Local Character and Distinctiveness) states the Council will improve the distinctive urban character of South Shields.

Policy SS12 (Protecting the Built Environment Assets of South Shields) states that the built environment assets of the South Shields town centre, riverside and foreshore areas will be protected, together with their settings

SPD 21 Local List of Heritage Assets

- 4.7 On 4 March 2025, the South Tyneside Council was directed by the Secretary of State for the Ministry of Housing, Communities & Local Government to submit the South Tyneside Local Plan for examination by 12 March 2025 in accordance with Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The Plan has now been submitted and is at the examination stage. Paragraph 49 of the National Planning Policy Framework (2024) states that local planning authorities may give weight to relevant policies in emerging plans according to:
- i. the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may

be given); ii. the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and,

- ii. the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

4.8 Whilst the draft Local Plan is now at a more advanced stage of preparation, the weight that can be given to individual Policies in the Plan varies dependent upon the extent and nature of objections to those Policies.

4.9 Relevant Policies are as listed below

Policy SP9: Strategic vision for South Shields Town Centre Regeneration.

Policy SP24: Heritage Assets

Policy 47: Design Principles

5. Understanding Significance

5.1 Significance is the concept that underpins current conservation philosophy. The significance of heritage assets is defined in the National Planning Policy Framework as *‘the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.’*

5.2 Historic England states in its *‘Advice Note 12: Statements of Heritage Significance’* that the requirement set out in the NPPF for an understanding of significance must stem from the interest(s) of the heritage asset, whether archaeological, architectural, artistic or historic, or a combination of these; and that this understanding:

- must describe significance following appropriate analysis, no matter what the level of significance or the scope of the proposal;

- should be sufficient, though no more, for an understanding of the impact of the proposal on the significance, both positive and negative; and
- sufficient for the LPA to come to a judgement about the level of impact on that significance and therefore on the merits of the proposal.

5.3 It should be noted that the varied nature of heritage assets means that, in the majority of cases, they are unsuitable for assessment via a nominally ‘objective’ scoring of significance, and there will always be an element of interpretation and professional judgement within a balanced assessment.

5.4 When defining the contribution of setting to an asset, the assessment begins with identifying the significance of a heritage asset as described above.

5.5 As outlined in Historic Environment Good Practice Advice in Planning: Note 3 The Setting of Heritage Assets (Historic England 2017), setting is defined as *‘the surroundings in which an asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a*

positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance, or may be neutral.’ A recommended staged approach to the assessment of potential effects on the setting of heritage assets is also set out in the guidance.

5.6 Assets of the highest significance (Paragraph 200 of the NPPF) include:

- Scheduled Monuments;
- World Heritage Sites; protected wreck sites and registered battlefields;
- Grade I and Grade II* listed buildings and
- Grade I and Grade II* Registered Parks and Gardens.

5.7 Assets of high significance include:

- Grade II listed buildings,
- Grade II Registered Parks and Gardens.

5.8 Designated assets also include conservation areas.

Considering Harm

5.9 The courts have held that preserving means doing no harm. They have further established that, where a proposal will cause a degree of harm, the desirability of preserving a listed building or its setting, or character of a conservation area should not simply be given careful consideration, *‘but should be given “considerable importance and weight”* in the planning balance.

5.10 Historic England define harm as *‘change for the worse, here primarily referring to the effect of inappropriate interventions on the heritage values of place’* (Conservation Principles, p71).

5.11 The National Planning Policy Framework confirms that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be).

5.12 Where potential harm to designated heritage assets is identified, it needs to be categorised as either less than substantial harm or

substantial harm (which includes total loss) in order to identify which policies in the National Planning Policy Framework (Paragraphs 206 to 208) apply.

National Planning Practice Guidance

- 5.13 The NPPF is also supplemented by the national Planning Policy Guidance (PPG) which comprises a set of planning practice guidance documents to be read alongside the NPPF and which contains a section related to the Historic Environment.
- 5.14 The Planning Practice Guidance (Historic Environment) (“PPG”) is a relevant material consideration in decision making and states (at Paragraph: 018) ‘Proposed development affecting a heritage asset may have no impact on its significance or may enhance its significance and therefore cause no harm the heritage asset. Where potential harm to designated heritage assets is identified, it needs to be categorised as either less than substantial harm or substantial harm (which includes total loss) in order to identify which policies in the National Planning Policy Framework (paragraphs 212 to 215) apply’.

- 5.15 Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.
- 5.16 It is the degree of harm to the asset’s significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting. 5
- 5.17 Substantial harm is not specifically defined in the NPPF, but the Planning Practice Guide sets out that, in general terms, substantial harm is ‘a high test, so it may not arise in many cases.

Non Designated Heritage assets

- 5.18 The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining an application. In weighting applications that directly or indirectly affect non-designated heritage assets, Paragraph 216 of the NPPF sets out that a balanced judgement will be required having regard to the scale of any harm or loss to the significance is unknown.

6. Historic Context

6.1 Before 1820, South Shields was a predominantly sparse hamlet and village based rural economy with some small-scale shipbuilding, glass making and salt processing along the riverside. Beyond 1820 and into the Industrial Revolution, South Shields expanded into an urban settlement built around shipbuilding and coal mining. Migration came from up the River Tyne with other migrants from rural County Durham, Northumberland, Scotland and Ireland.

6.2 Historic map regression work shows substantial change and growth due to land reclamation in the mid and later part of the C19th, particularly around the sea front areas. A historical account of South Shields from the Kellys Directory of Durham (1890) describes the town as:

“ sea-port, municipal and parliamentary borough, market and union town, and by the Local Government Act, 1888, is now a county borough for certain purposes, in the Jarrow division of the county, east division of Chester ward, head

of a petty sessional division and county court district, situated on the south bank of the river Tyne, at its confluence with the German Ocean, and at the northeastern extremity of the county of Durham, in the rural deanery of Jarrow and archdeaconry and diocese of Durham, 20 miles north-north-east from Durham, 9 east from Newcastle, 7 north from Sunderland and 276 from London. On the opposite side of the river are North Shields and Tynemouth, The branch of the North Eastern railway from Newcastle has three stations”.



Figure 4 1894 OS Plan location of site shown in red (prior to current development).

- 6.3 The surrounding historic environment of the application site is seen on the first edition maps and shows the particular growth of the town at this point. The Victorian growth of South Shields was rapid and the majority of surviving historic buildings in the area date from this period.
- 6.4 There is therefore a marked period of growth of industry and commerce in the borough at this time, with the public baths in Derby Street erected in 1854, the fever hospital opened in 1882 and the Freemasons Hall in Ingham Street erected in 1884 from designs by J H Morton. Morton also designed the Poor Law Union Offices at 16 Barrington Street.
- 6.5 King Street forms the main historic commerce street of South Shields and is illustrative of changing commerce and social change found in many town centres., in the late Victorian early 20th century period.
- 6.6 The 1912 plan shows the site as current with the clear separate blocks of development, replacing earlier buildings with a rather tight knit grain of grid development, tramways running along King

Street and Fowler Street which was widened around the time of the Banks construction, presumably to take the new tram route.



Figure 5 1912 Ordnance Survey Plan the bank and 2-8 Fowler Street now constructed.

- 6.7 South Shields was subjected to extensive bombing during World War II resulting in the refurbishment of the Market Place and the St Hilda's Church area between 1954 and 1966 and extensive rebuilding of the town centre. This has led to significant redevelopment of the area in general. This change continued into the later 1960's and 70's as commercial demand dictated change to the urban environment.
- 6.8 The town centre suffers with high levels of vacancy primarily at upper floors and the town centre is identified as an area in need of regeneration. A Town Centre Masterplan Vision has been produced by the Council to look to manage this process, which identifies opportunities for addressing vacancies and bringing buildings back into use, including residential use at upper floors.

7. Heritage Assets

- 7.1 The main application property is 1 King Street (including 2 Fowler Street). The building is a grade II listed building dating from 1902, it was constructed by J.H. Morton, architect.
- 7.2 The listing description for the building describes it as:

‘It is of ashlar stone work construction of three storeys and 7 bays, and forms a quadrant plan linking King Street to Fowler Street. The ground floor is heavily rusticated above a high plain plinth.

The windows, central entrance and door from Fowler Street have semi-circular hooded openings with scrolled keystones. The first floor openings have architraves and alternating triangular and segmental pediments. There is a continuous cill band and cast iron balconies. The second floor windows have moulded architraves. All crowned by an entablature with modillion cornice and a balustraded parapet. Each end bay is broken forward to form a pavilion.

Ionic pilasters rising above the ground floor support open pediments. The building is a good example of early 20th century "Bankers Classical" style standing in a prominent position’.



Figure 6 The property in the 1940's courtesy of the Martins Bank Archive Collection

- 7.3 Originally constructed for Martins Bank, the building was latterly occupied by Barclays Bank before they relocated into smaller premises in 2024.
- 7.4 The listed element is the 7 bay section that turns the corner to King Street.
- 7.5 The application site also includes 4-8 Fowler Street, which is noted in the Council's Local List to be a substantial 20th Century building.

4-8 Fowler Street

Local List/Non Designated Heritage asset

- 7.6 This building is considered to date from around the time Fowler Street was widened - circa 1900. It is described in the Council's list as

'Four storeys. Sandstone ashlar. Three shops at ground floor be occupied presently Coral, LaRoSh and Home fair Blinds. Sash windows on three upper floors.'

- 7.7 Current uses are Homefair Blinds, a vape shop and a bubble tea and snack shop at the corner unit. The ground floor shop units are not included within the application site and the buildings are linked at upper floor level appearing as a singular continuous use.
- 7.8 This is the element of the building that sits to the south of the application site and includes the dormer window and self-contained flat.



Figure 7 4-8 Fowler Street Local List Building

Historic Background

- 7.9 The Bank was originally constructed for Martins Bank North eastern Division district, which laterally became Barclays Bank in 1969. The Martins Bank Archive notes the following:

“South Shields King Street Branch was the home of Messrs Dale Young and Co Bankers, (1857) which in 1892 is taken over by the North Eastern Banking Company Limited. Just twenty-two years later, the North Eastern amalgamates with the Bank of Liverpool. Four years after that The Bank of Liverpool amalgamates with Martin’s Private Bank, and South Shields Branch finds its way by further amalgamation into Martins Bank’s North Eastern District, in 1928. “

- 7.10 King Street became one of the oldest Martins Branches still to be in service, as a branch of Barclays, until March 2024 when the business of the branch was moved by Barclays into smaller premises at 64-66 King Street. Martins Bank historically also had

branches at Tyne Dock, Laygate, Harton and Westoe, Martins and therefore had a strong presence in the South Shields area historically.



Figure 8 Historic Images of the bank from clockwise top left 1960s’, 1972, Banking Hall pictured in 1982 and 1972 counter (Martins Bank Archive Collection)

- 7.11 The Tyne and Wear Archive note that JH Morton & Son was a predominantly local architectural practice, working mainly in and around South Shields.
- 7.12 The firm was noted for its Poor Law work, including South Shields Union Workhouse (subsequently South Shields General Hospital), Hunslett Union Workhouse, West Yorkshire and Prudhoe Hall Colony. They also did a considerable amount of ecclesiastical work, notably St Aidan, Hartlepool, South Shields Congregational churches and St Aidan, South Shields, together with Missions to Seamen in Blyth, Dunston and South Shields. Other major categories of work are also represented by the firm, including cinemas, hotels and public houses, and housing. JH Morton may have been the official architect to the Tyne Dock Land Company, and designed much housing in the area.
- 7.13 His offices were initially at 50 King Street, moving to the Northeastern Bank Chambers (later Martins Bank Chambers), Fowler Street. Morton was elected a Fellow of the Royal Institute of British Architects in 1882, and later was a president of the Northern Architectural Association. The company was therefore a well known and respected architectural practice working widely in the local area. A number of the buildings survive in South Shields.
- 7.14 Hannay and Hannay solicitors are noted to have been trading from 2 Fowler Street in the late 1930's up until the mid 1990's. Edmund Hill auctioneer and valuer is also noted to be trading from the premises in the late 1940's. (Shields Daily News article). Therefore, there appears to have been a long standing use of the upper floors of the banking chamber as separate legal office use.
- 7.15 Following the closure of the bank premises and relocation, the building was subject to an application for listed building consent for making good and removal of associated bank fixtures and fittings (application ST/0113/24/LBC). There is also an application in 2017 for reconfiguration of the banking areas including the replacement of existing counter line to house self-service machines and new open counter position. New internal ventilation; fire alarm and lighting system; new suspended ceiling and flooring finishes; repair and maintenance of external facade; and anti-bandit glazing and removal of security bars to ground floor windows (applications ST/0748/17/FUL - ST/0749/17/LBC).

- 7.16 There are more recent applications for replacement shop fittings at the 4-8 Fowler Street, with no recent applications for internal changes noted.

Significance and Setting

- 7.17 The building is considered to hold historic interest in that it was a purpose-built bank, reflective of the growth in commerce of South Shields town centre seen from the late Victorian period and early 20th century, with the 20th century town centre growth showing this continued commercial expansion in the town centre at that time.
- 7.18 The building continues in its as built use until relatively recently. It also has interest as is constructed in a banking style by a well known local architect for a local bank.
- 7.19 It has townscape interest as a building which attractively turns the corner to King Street and Fowler Street and is a prominent landmark building. It positively contributes to the environment of South Shields as a result of its visual presence and architectural styling.
- 7.20 The return of the building to the south (rear of 8 Fowler Street) is in red brick with decorative windows and modern dormers and it therefore exhibits very different architectural styling from the main facades to King Street and Fowler Street. This elevation was not meant to be appreciated in a wider context, constructed in a simpler style and of cheaper construction but now more visible due to demolition that has occurred to the south, as evidenced through the loss of plan form shown on historic mapping. Its construction from the turn of the century in a complementary style to the Banking chambers holds group value with the listed building to which it is adjoined and physically interconnected.
- 7.21 4-8 Fowler Street is recognised as a non-designated heritage asset and is considered to hold group interest with the listed building grouping, with the internal building interconnected through shared use historically and physical connectivity at upper floors. They therefore have a degree of shared use and interconnected fabric.



Figure 9 View of 4-6 Fowler Street from the south showing contrasting styling

- 7.22 Internally to the listed building, the Banking Hall holds particular interest as a decorative stylised area reflective of the main use of the building, with fluted columns and a decorative plaster ceiling in an oval formation.
- 7.23 Other areas of note that continue the high quality of architectural embellishment include the main entrance from 2 Fowler Street and the internal decorative scheme of the staircase and plasterwork within the hallway.

- 7.24 Internally, the building group as a whole retains architectural features of note relating to its historic use such as panelled doors, timber screens, fireplaces, architrave and skirting, albeit is altered more significantly in places. There are number of vaults within the building, these are utilitarian rather than of special interest.
- 7.25 The majority of retained architectural features are found primarily at first and second floors in the former office areas both within the listed building and the adjoined locally listed building.

Building Discussion

Basement level

- 7.26 The basement extends under 1 and 2 King Street and as a purpose built bank, the building retains a large usable ground floor basement area with a number of vaults and ancillary spaces. The building has clearly seen evolution of change as a result in changing banking practices. At basement level protective coatings have been applied to all walls (this appears as a 1980's addition).
- 7.27 There is evidence of more traditional elements at basement level such as cupboard fixings and fixtures, with more modern vaults. It is also possible to appreciate the steel frame of the building at this level. No changes are proposed within this area.
- 7.28 There is a fire escape at basement level leading to the rear courtyard which acts as a light well which then connects to neighbouring buildings. This is an unattractive area occupied by pigeons and detritus.



Figure 10 Basement Stair showing modern coatings to surfaces

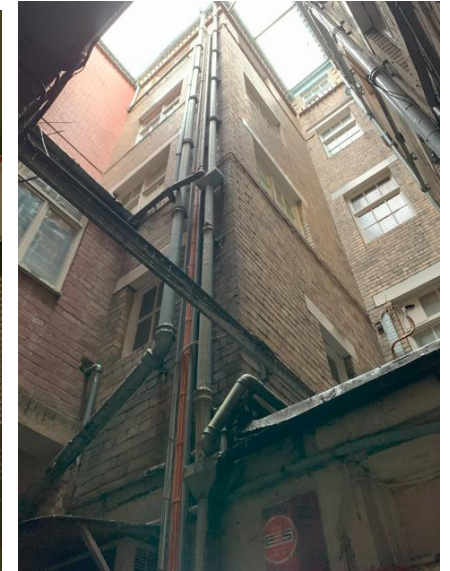


Figure 11 Internal Courtyard area

Ground Floor

- 7.29 The main banking hall survives in relatively good condition with features of note including decorative plaster works, columns and attractive high arched windows.

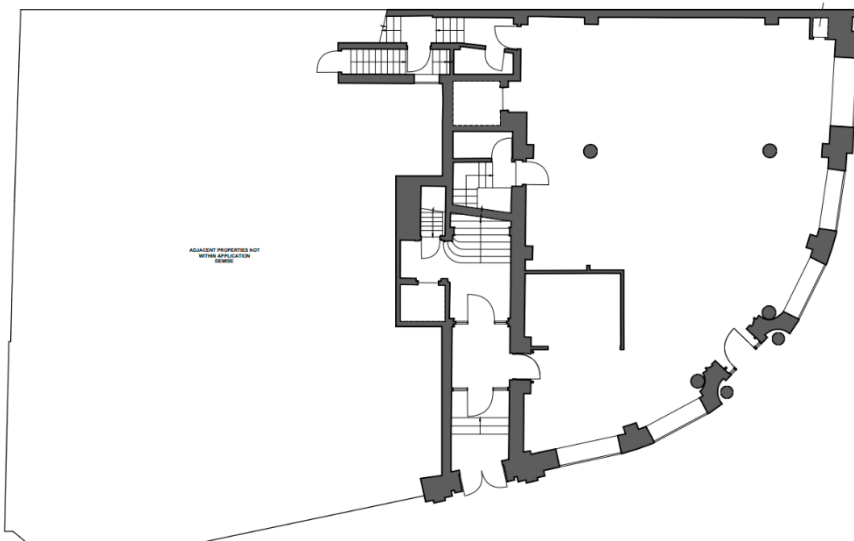


Figure 12 Existing ground floor layout showing upper floor entrance from Fowler Street and banking Hall

- 7.30 As expected with adapted use, the space shows signs of alteration through the inclusion of self-service cash points externally (now removed) modern lighting and heating systems.



Figure 13 Banking Hall architectural details

- 7.31 A modern lift has been installed off this space and the banking hall is a double height space. No works are proposed within this area.

- 7.32 There is a grand stepped entrance to the building from Fowler Street. This area retains many attractive features including plasterwork and a timber staircase. A modern lift has been added within this space.
- 7.33 The entrance feature to the upper floor former offices echoes much of the exterior architectural styling with large key stone details in the plaster work, heavy pediments of plaster and dark wood details, all of which appear original to the building and of high significance.
- 7.34 There is heavy surface mould growth in this area, presumably due to lack of ventilation and the building being out of use. Generally, the condition of the surviving architectural features is good and limited works are proposed to this area, which will be used to provide access points for the proposed flats at upper floor leaving the commercial bank at ground floor as a retained self-contained commercial unit.



Figure 14 Architectural detailing found within main entrance stair from Fowler Street

First Floor

- 7.35 At first floor level the building has been historically used as office accommodation associated with the bank.
- 7.36 The first floor only extends over part of the building, with the banking hall a double height space taking up the first floor to the north.
- 7.37 There is evidence of change at this level, including the creation of open plan spaces, dropped ceilings (in part), which cut over existing sash windows, and the installation of modern heating and lighting systems. There are also modern blocks of toilet cubicles installed to take advantage of the central light well and reach natural light into these spaces and for ventilation and extraction.
- 7.38 There is loss of historic plan form in the area highlighted in red. The area in blue has a dropped ceiling and decorative arch windows and a supportive column (boxed in suggestive of further change to plan form).

- 7.39 It is possible that, prior to the installation of the toilets, this was a singular wider corridor area possibly with stores with a series of smaller rooms running around the perimeter of the building. A number of historic fireplaces/chimney breasts are retained throughout the building (that will be kept in the proposals).



Figure 15 Existing Floor Plan with areas to be altered identified

- 7.40 The toilet areas make reuse in the current plan form somewhat problematic. Being a later addition, the toilet areas have no historic architectural features.
- 7.41 There are a number of features retained elsewhere at first floor including historic doors, skirting and architraves as well as surviving sash windows.



Figure 16 Historic panelled door, coving, skirting and fireplace surrounds (fire and tiling a later alteration).

Historic architectural features all to be retained through redevelopment.



Figure 17 Change to room layout to north of the building, with evidence of wall removal, dropped ceilings and modern lighting/radiators and pipework.



Second Floor

- 7.42 Window signage for Hannay and Hannay solicitors in gold lettering, suggest that this floor has been in use separate use from the bank in later years (although the practice have operated from the building since the late 1930's to mid 1990's as noted by newspaper articles). Historically, this floor appears to have operated as main office accommodation with a high survival of features, fireplace surrounds, doors and architraves etc.
- 7.43 There are modern fire doors located within the main corridor areas.
- 7.44 At this level, the offices are arranged around the outer perimeter of the building and evidence good retention of historic plan form and Victorian features. The offices are located off a central core area which does show a degree of adaptation and change. The rooms largely interconnect by a suite of doors running the perimeter. There are attractive glazed screens in part of these areas (illustrate of work and similar detailing found at 16 Barrington Street).



Figure 18 Historic panelled screens to be retained in redevelopment



Figure 19 Historic panelled doors and corridor to the perimeter of the buildings



Figure 20 Historic fireplaces and surrounds to be retained in redevelopment

Third Floor

- 7.45 The third floor has seen the most significant changes to the plan form, most notably on the curved section of the building (1 King Street) to the north. Where a number of rooms have been amalgamated into a singular large open plan office area. A dropped ceiling has been installed which crosses over the heads of the sash windows. Historic wall alignments are evident by sections of cross walls and chimney breasts that have been retained (presumably to assist with structure).



Figure 21 Third floor showing changes to plan form and large servicing air flow unit and retained cross wall section.

- 7.46 A large vault has been installed and at this level the once more defined plan form, presumably mirroring that at 1st floors has been adapted into a large open plan office space with large air conditioning/ venting system.



Figure 22 Third floor showing changes to plan form and dropped ceiling, vault shown to left image open plan space to right.

- 7.47 The decorative scheme in other areas show that these areas of the building have not been used for a significant period of time. Wall paper covering, and deep pile carpets suggest last use in the 1970's/80's, if not earlier.

7.48 There are changes to plan form here (8 Fowler Street) with the introduction of modern partitions and doors. There is evidence of obscured screens which match the designs found at the floor below within the listed parts of the grouping. The large open plan space to the south of the building appears as a conference room space with screens/pilasters/features potentially concealed in the corridor wall. Further opening up investigations would be required suggested to ascertain the extent of surviving fabric here. As this element of the building is unlisted, listed building consent would not be required for these works.



Figure 23 Third floor evidence of historic panelling and glazed partitions partially concealed within No 8 Fowler Street.

Fourth Floor

- 7.49 There is a singular flat area to the fourth floor at 8 Fowler Street, the access to which is rather awkward through the main building. The existing access is via a later fire escape addition. Prior to this, it is anticipated that the access was via the main staircase and through the building presumably used historically as a manager/ caretaker's flat due to its direct connection through the building.
- 7.50 The condition of this space shows it has not been used for some time and the styling suggests it was last refitted in the 1950s, although there are historic fireplaces in this space suggestive of a historic layout. It may have previously been used as offices or storage with an evolved use.
- 7.51 It has a number of dormer windows which contain single sheet glass, not suitable for retention and reuse with the dormer in relative poor repair and the height and fixing of the glazing a safety concern for occupiers of the space. This area of the building, whilst retaining some elements of historic fabric such as fireplaces and skirting and doors, is an ancillary area in comparison to the attention to detail seen at lower levels.

- 7.52 It is proposed to reorder the space to create 2 flats and a single studio flat at this level. The existing roof structure is plain sawn timber with an exposed underside and boarded floor, probably used as storage. The intention would be to install 3 roof lights within the front roof slope.



Figure 24 Fourth floor rear modern access stair and existing kitchen area in No 8 Fowler Street.



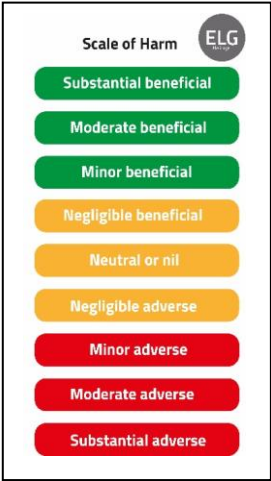
Figure 25 Fourth floor existing fireplace, window construction detail to dormer and underside of roof to be converted into a studio area in No 8 Fowler Street.

8. Impact of Development

- 8.1 The Historic England Advice Note 12 ‘*Statements of Heritage Significance*’ (2019) recommends a staged approach to decision making which includes an assessment of impact on significance. The NPPF stresses that impacts on heritage assets should be avoided.
- 8.2 Therefore, this assessment considers how adverse impacts have been avoided and / or minimised through their design and mitigation measures proposed where appropriate. The Conservation Principles Consultation Draft (2018) states that ‘*as well as being potentially harmful, change can be neutral or beneficial in its effect on heritage assets; it is only harmful if (and to the extent that) the asset’s significance is reduced.*’
- 8.3 It goes on to state that ‘*if changes to an asset respect its significance, then in most cases they are likely to serve both the public interest of its conservation and the private interests of those who use it. Owners and managers of heritage assets ought not to*

*be discouraged from adding further layers that are judged to be of a **quality** that could add future interest, provided that the current significance is not **materially** reduced in the process.*’ It is also the case that alterations to heritage assets can better reveal or enhance the significance of heritage assets and these beneficial impacts will also be set out in this section.

- 8.4 Historic England define harm as ‘*change for the worse, here primarily referring to the effect of inappropriate interventions on the heritage values of place*’ (Conservation Principles, p71).
- 8.5 Development does not necessarily mean harm. As stated above, it is only development which reduces the significance (special interest / value) of the asset in a material way which is harmful. The scale of harm can be measured using the ‘Scale of Harm’ table. Harm within the red section; minor adverse; moderate adverse; or substantial adverse may require public benefit to outweigh that harm if it has not been balanced through beneficial effects. If harm



Scale of Harm
Substantial beneficial
Moderate beneficial
Minor beneficial
Negligible beneficial
Neutral or nil
Negligible adverse
Minor adverse
Moderate adverse
Substantial adverse

is identified then this should be weighed against the benefits of the proposal, including securing its optimum viable use.

8.6 Palmer v Herefordshire Council & Anor (Court of Appeal – Civil Division, November 04, 2016,[2016] EWCA Civ 1061 (Case No: C1/2015/3383) found *‘that where proposed development would affect a Listed Building or its settings in different ways some positive and some negative, the decision maker may legitimately conclude that although each of the effects has an impact, taken together there is no overall adverse effect on the Listed Building or its setting.’*

8.7 The following methodology has been used as a guide to quantify the magnitude of impact, combined with professional assessment (Table 2).

Level of Impact	Factors in the Assessment of the Magnitude of Impact
Substantial	Change to key historic building elements, such that the resource is totally altered. Comprehensive changes to the setting.

Level of Impact	Factors in the Assessment of the Magnitude of Impact
Moderate	Change to many key historic building elements / setting, such that the resource is significantly modified.
Minor	Change to key historic building elements, such that the asset is slightly different. Change to setting of an historic building, such that it is noticeably changed.
Negligible	Slight changes to historic buildings elements or setting that hardly affect it / not readily evident.
Neutral	No change to fabric or setting

Table 2: Factors in the Assessment of the Magnitude of Impact (Source: Design Manual for Roads and Bridges - Volume 11, Part 2 Cultural Heritage)

8.8 The NPPF requires proposals to avoid or minimise conflict between conservation of the asset and the proposal. The Historic England Good Practice Advice in Planning: 2 ‘Managing Significance in Decision-Taking in the Historic Environment’ advises that:

- the significance of the asset is understood;

- the impact of development on significance is understood;
- ways to avoid, minimise and mitigate impact are explored;
- harmful impacts be justified through and balanced; and
- that negative impacts on aspects of significance are offset by enhancing other aspects of significance

aside from those limited external changes proposed at 8 Fowler Street through improvements to the existing dormer windows and installation of rooflights.

8.9 Following steps 1-3 set out above, the following table considers the resulting impacts on the heritage assets identified and the resulting impacts on their significance, as well as any potential mitigation.

8.10 The works will impact on the fabric of the listed building to be converted (1 and 2 King Street) and the Locally Listed Building (4-8 Fowler Street). The majority of works are internal to the building

Table 3 Impacts of Development on Assets Identified

Asset	Impact of Development	Design and Mitigation	Impacts
Ground floor	Existing access from 2 Fowler Street re-used to provide access to the upper floor.	No works are proposed to the areas with the most architectural detailing such as the banking hall. The existing access will be reused allowing a logical route to the upper floor and greater appreciation and use of the full building. Re-use of the current vacant building will ensure the signs of deterioration to the building fabric are reversed.	Neutral

Asset	Impact of Development	Design and Mitigation	Impacts
		Minor changes may be proposed such as key pad entry systems which can be controlled via planning condition and are minor works overall.	
First floor	Reordering through removal of the existing toilet areas to create 4 flats	The main works of reordering at first floor level relate to the later local list building to the southern portion of the building grouping. Main walls, chimney breasts etc are all retained in the development, with minor changes to the plan form and the introduction of a circulation corridor in place of the existing toilets. The proposal reintroduces walls where they have previously been lost to reinstate a degree of plan form (apartment 1.3). Minor loss of some wall partitions. All architectural features retained where possible or relocated around new openings.	Neutral
Second Floor	Reordering works Removal of existing modern goods lift and modern timber screen	The conversion works at second floor look to retain the flow of principal office spaces around the outer edge of the building and the exiting features therein, including the doors, architraves and feature fireplaces and timber screens. The proposed layout creates a central corridor to the listed building connecting to the existing and creates a usable and logical plan form with minimal disturbance to historic fabric. Externally there will be no changes to the listed building.	Negligible
Third Floor	Reordering works	The third floor has already seen a degree of plan form alteration and change. The proposed layout works with surviving historic form as much as possible. Main works of reordering relate to the locally listed aspects of the building, where internal changes would be permitted development. Within the listed building the opportunity exists to reinstate a degree of lost plan form in a space that has been heavily altered. It is	Neutral

Asset	Impact of Development	Design and Mitigation	Impacts
		therefore not considered that additional changes to layout would harm the significance or limited surviving architectural features found at this level.	
Fourth Floor	Reordering of existing flat to create two flats and a studio	The works will reorder the existing flat, which has been extended through the addition of the rear stair access. The existing dormer windows face south and the features show signs of more modern change. The works here will conserve existing architectural features of the fireplaces. Part of the existing roof space will be converted to create a new studio flat with rooflights installed. Due to the high roof level, it is not considered that the rooflights would result in an appreciable change to the setting or external appearance of the building from ground level with these facing towards Fowler Street and the tight grain of built development. Furthermore, the parapet will create a degree of screening in views to the north from the listed building. The proposal is therefore considered to have a minor visual change overall to the external appearance of the locally listed building allowing it to be repurposed and brought back into use.	Negligible

9. Conclusions

- 9.1 The application seeks planning and listed building consent for conversion of the currently vacant listed building which is located within the Town Centre of South Shields. Part of the site (4-8 Fowler Street) is unlisted but is identified by the local authority as a locally listed building.
- 9.2 Repurposing historic banks nationally has become somewhat of a priority within town centres, within many such buildings having been left redundant due to changing banking practices. This is the case with No 1 King Street where a purpose-built bank has now fallen out of use and there is the need to find a compatible new use for the listed building, which allows it to be sympathetically reused and to retain those particular features which contribute to its special interest.
- 9.3 It is considered that the residential scheme as submitted allows reuse of the building with minimal intervention to historic fabric (the building has undergone quite significant change historically as it has adapted its commercial use). Those particular architectural features which survive within the building can be suitably conserved and retained in the proposed scheme. Additionally, the works allow the building to remain connected to its neighbour (4-8 Fowler Street) which collectively form an attractive landmark grouping within the town centre of South Shields.
- 9.4 The approach to the locally listed building follows the same principle of minimal intervention that has been adapted with the fabric of the listed building and looks to retain historic fabric and architectural features as well as plan form.
- 9.5 There will be a range of impacts to the building which already has seen a degree of alteration to plan form however, opportunity exists to remove less successful elements and reinstate features that are more in keeping with the architectural interest of the building, including elements of plan form.
- 9.6 Fundamentally, the residential use proposed allows the building to be brought into full use, with relatively minor overall change from the current situation arresting inevitable decline through lack of reuse and ensuring the building has a productive use going forward. The proposal is considered to align with Policy SD9 of the Council's

emerging local plan vision for South Shields Town Centre Regeneration in encouraging the reuse of vacant upper floors for residential use.

- 9.7 Overall, it is considered that the significance of the building and its special interest will be conserved through the proposed works.
- 9.8 The proposal is therefore considered to align with existing and proposed local plan policy in respect of both designated and non-designated heritage assets and positively supports the Council's aspirations for regeneration of the town centre.